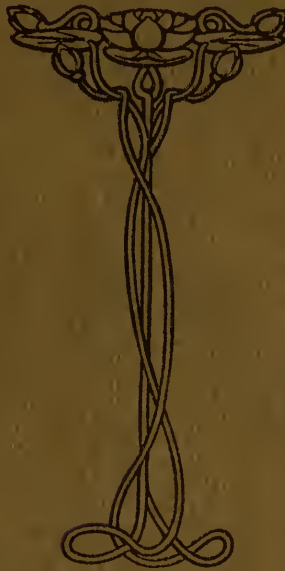


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RECREATION SURVEY OF CINCINNATI



JUVENILE PROTECTIVE ASSOCIATION

DECEMBER 1, 1913

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Juvenile Protective Association of Cincinnati.

ESTABLISHED 1912.

(Endorsed by the Council of Social Agencies.)

PURPOSE.

1. To investigate and to suppress and prevent the conditions and to prosecute persons contributing to the dependency, truancy, or delinquency of children, and to promote the welfare of children in every respect.

2. To co-operate with the Juvenile Court, Compulsory Education Department, State Factory Inspector, and all other child-helping agencies, and to increase their efficiency wherever possible.

3. To promote the study of child problems, and by systematic agitation, through the press and otherwise, to create a permanent public sentiment for the establishment of wholesome agencies, such as parks, playgrounds, gymnasiums, free baths, vacation schools, communal social centers and the like.

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The Association is supported by voluntary subscription and contributions.

INTRODUCTION.

Purpose of Report.

This report embodies the results of a six months' study of local recreational conditions. It is given to the public with the hope that it will stimulate interest in recreational matters, and establish the importance of an adequate recreation program in any plan for a better and finer Cincinnati or for a happier and more successful life for the least of its citizens.

The part played by recreation in the daily routine of every individual of the community has often been discussed theoretically. Social workers have frequently spoken of the social significance of uncontrolled pleasure. No one knew definitely, however, the recreational conditions of the city as a whole. Believing that knowledge based on facts is the basis of all intelligent action, the Juvenile Protective Association undertook to secure this information through careful investigation as its contribution toward public welfare.

Scope of the Survey.

The scope of the survey included the collection of a certain amount of information relative to present recreational conditions, and the formulation of a plan to develop facilities for recreation in Cincinnati so as to adequately meet the needs of all the people.

Material in the Report.

The report is divided into four sections. The first section sets forth the data collected concerning recreational activities; the second describes the existing facilities and extent of the various forms of recreation; the third discusses the present system of governmental administration of recreational matters and suggests a new and improved method; and the fourth outlines a comprehensive recreation program for Cincinnati, and points out immediate recreational needs.

Acknowledgment of Help.

During the field work and in the preparation of the report invaluable suggestions as to method and form were secured from a study of the published "Recreation Survey" of Kansas City. Acknowledgment of thanks is also due the Superintendent of Schools, the Board of Park Commissioners, and to the heads and subordinates of the various departments of the municipal government for their courteous assistance in the gathering of the necessary information, and to Mr. Maurice Hexter for the generous contribution of his services in investigating the public dance halls.

GENERAL SUMMARY AND CONCLUSIONS.

For the benefit of the casual reader the general information and recommendations contained in the report are here briefly summarized.

Activities.

From a study of 1,178 papers written by school children living in all parts of the city on what they did in their spare time, it was ascertained that 23.3% of the spare time of boys and 24.2% of that of girls is taken up with some form of work. Only 14% of the boys' and 26.2% of the girls' recreational life is filled by home amusements.

Outdoor games secure from the boy larger interest than any other form of recreational activity. Boys think twice as much of outdoor sports as girls do, while girls think twice as much of talking to and calling on friends, and nearly three times as much of inactive recreational occupations. Boys, therefore, need better facilities for outdoor play, and girls for wholesome sociability.

Of 1,124 children observed out of doors, 41% were playing, while 45% were doing nothing. More boys than girls were doing nothing, and 50% of the children observed were between ten and fifteen years of age—a significant fact when the Juvenile Court reports that 47% of the total number of children brought before it are between ten and fifteen years of age. The playgrounds within a reasonable distance from where these children lived were well filled with children. As idleness has no recreational value, it ought to be checked by placing play leaders in charge of the certain streets in the congested districts.

Various Forms of Recreation.

There are four kinds of recreation; namely, home recreation, private recreation, commercial recreation, and public recreation.

1. For the majority of people there is practically no opportunity for home recreation. A study of the density of population by wards shows that one-third of the twenty-six wards have a density of population from six to thirteen times as great as the density of population of the whole city. The fifteenth ward has the greatest congestion, with 129.9 persons per acre; the neighboring seventh ward comes next with 110.9 persons per acre. The average population per acre is 8.8. A house-to-house study in three "Soundings" in different parts of the city showed that the average number of rooms to a family are 2.3, and the average number of persons to a room are 1.9. No "living" rooms were found, except in a very few instances. No facilities for outdoor home play in the three "Soundings" were found. An

engineer's survey of the neighborhood showed that there was scarcely any space for private outdoor play, even including in the count lawns and ungraded spaces which might be converted into play space, and that from 30% to 70% of the land in the neighborhood is occupied by streets and alleys. Answers from twenty school principals relative to their pupils' opportunity for home recreation show that in the majority of homes the facilities for recreation are few. As a result of the lack of opportunity for home recreation, the child is forced into the unsupervised street to play, and the youth and the adult become dependent upon commercial recreation and other outside sources for their diversion. Healthy family life is impaired, and the individual is placed beyond the moral control of the family.

2. Private recreation is of two kinds, that supplied by co-operative clubs and that provided through philanthropic effort. A record was obtained of 214 "Pleasure," "Social," "Outing" and "Fishing" clubs. Fifteen of them report a total membership of 580 men between twenty-one and forty years of age. Some of these clubs are organizations for the promotion of public dances for the sake of profit, and most of the public dances at the worst dance halls in Cincinnati are given as such club affairs. Many of these clubs meet in connection with saloons; a few have their own club rooms.

Four thousand eight hundred and twenty-five boys and men are reported as belonging to five of the largest athletic organizations in the city. Considerable athletic activity is carried on among the public school children.

Over 1,850 boys and men played baseball in regularly organized teams every Saturday and Sunday throughout the summer. In addition, 360 public school boys played 100 games during the season, and the Catholic Churches had a baseball league with eight teams. Grounds on which to play are hard to secure, and public athletic fields are altogether inadequate.

According to the school census of 1913 there are 36,054 unmarried youths between 14 and 21 years of age in Cincinnati. The number of young people between 12 and 21 years of age reached by the recreational work of the churches and philanthropic agencies as reported by them is 9,095. These figures are incomplete, of course, as much of this recreation is of an occasional nature. The attendance of girls between 14 and 18 years of age at these recreational activities falls off decidedly, probably because we have not yet learned the needs of the adolescent girl. On Saturdays and Sundays, when the most people seek diversion, practically no opportunity for recreation is offered by these private agencies.

3. Commercial recreation provides for fully two-thirds of the play life of the community. One hundred thousand two hundred and twenty-nine (100,229) people attend the moving pictures daily. The quality of recreation they afford is on the whole very good, but the posters advertising the productions are lurid and sensa-

tional and ought to be censored as well as the films. Eleven theaters have a seating capacity of 17,739. Two of the burlesque theaters and one of the vaudeville houses give performances of extreme vulgarity. Four-fifths of the patrons of these places are men, 25% of whom are between 18 and 25 years of age. For the protection of the public these productions ought to be censored and the city ordinance amended so as to make unlawful sexually suggestive acts and speeches in any performance or exhibition.

There are 781 public pool rooms with 1,275 tables, three shooting galleries, and 21 bowling alleys. The quality of recreation these places offer is good only as a result of constant supervision.

Twenty-seven public dance halls and dancing academies provide recreation for about 6,000 people on Saturday and Sunday evenings. The quality of recreation provided by four-fifths of the places is of the lowest order. There are two skating rinks in the city with a total capacity of 1,280 couples. One rink is patronized wholly by colored people. Amusement parks are visited by about 950,000 people during the summer. The quality of recreation they offer is poor, as the management is usually indifferent to the character and general conduct of the patrons. Persons who operate amusement parks ought to be required to secure a license so as to come under public control. The bathing beaches on the Kentucky shore accommodate about 240,000 people during the season. Better supervision would increase their recreational value. Commercial recreation, if supervised, provides splendid facility for amusement; unsupervised, it is a menace to the wholesome life of the community and is easily turned into an instrument for the furthering of vice. Cincinnati needs new and better methods for supervising its commercial recreation.

4. Cincinnati has 68 public school buildings, only twelve of which have been used to their fullest capacity. Only occasional use heretofore has been made of the school buildings for recreational purposes and only two schools have had anything approaching social center activity. A Social Center Director has just been appointed to work under the direction of the Superintendent of Schools. Nine of the public library buildings have auditoriums which are used by the public for recreational purposes. Not counting small plots of land laid out solely to beautify the city, the city has 30 public parks and parkways with a total area of 1,879.6 acres. A great deal of this land is at present unimproved. Public recreation to be beneficial to the community must be adequately supervised. The public parks were insufficiently policed. This past summer thirteen playgrounds were maintained by the Park Board with a total of 14.9 acres, five tennis courts, two golf links and nine athletic fields, with a total area of 87.9 acres. In the section of the city in which 50,003 children live (reckoning on the basis that 300 children are the maximum number who can play on a acre) public play space is provided for only 3,360

of them. Although in the adjoining Seventh, Tenth, and Fifteenth wards 11% of the total child population of the city between 6 and 17 years of age live in $\frac{8}{10}\%$ of the total area of the city, the public play space provided totals only 3.1 acres. The playgrounds are kept open only four months during the year. The western section of the city is not properly provided with athletic fields. Five small school playgrounds were kept open during the summer months. Public play space is altogether inadequate at the present time.

5. Two large colored settlements are located on Walnut Hills and the western part of the downtown residential section, respectively. Recreation for the colored youth on the hill is partly provided for by the social center activities of the Douglass School. The young people who live downtown, however, have absolutely no opportunity for wholesome recreation. Except the Y.M.C.A., no social agency has yet concerned itself with this grave situation, although 15% of the delinquent boys and 29% of the delinquent girls are colored, when only 5.4% of our entire population is colored. A social center in the center of the colored settlement (about Eighth and Mound streets) is urgently needed.

Administration.

At present the administration of recreation is divided between four departments of the government, sometimes in no way connected with each other. The School Board establishes and maintains school playgrounds and social centers; the Park Board establishes and maintains parks and playgrounds; the Mayor has regulatory powers over certain forms of commercial recreation; and the police have general supervisory powers. The chief defects of this system are:

1. Lack of unity. Although both the School and Park Boards establish and maintain public facilities for recreation, their efforts are not correlated.
2. No specific department of the government is responsible for the development of facilities for public recreation. The Park Board is primarily interested in the furthering of a park and boulevard system.
3. Lack of adequate supervision of commercial recreation. Although the Mayor has supervisory powers, no machinery is provided for adequate inspection and control.
4. Opportunity for friction. Under the present division of responsibility, there is constant opportunity for friction between departments of the government. To do away with these defects, it is suggested that all the administrative powers be centered in one board, known as the Park and Recreation Board, to be composed of five members—four to be appointed by the Mayor, (one to be a member also of the Board of Education) and the Superintendent of Public Schools.

The duties of the Board should be:

1. The acquisition and management of property for use as public parks and playgrounds.
2. The establishment, management and supervision of all other facilities for public recreation, exclusive of public school buildings used as social centers.
3. The supervision of commercial recreation, which shall include the power at present vested in the Mayor of granting and revoking licenses which are required by law. They should have the power to appoint salaried executive officers and such other assistants as may prove necessary to efficiently carry out the three functions of the Board. As school property is not under the control of the municipal government, a Recreation Board, to be able to prosecute successfully an adequate recreation program, must be composed in a way to insure the closest co-operation of the Board of Education.

General Recreation Program for the Future.

The School Board should hereafter not erect public school buildings without making ample provisions for school playgrounds.

School playgrounds should be kept open in each neighborhood for the use of children from 2 to 13 years of age.

The Recreation Board should establish playfields within a reasonable distance of each other, especially adapted to the needs of young people between the ages of 13 and 17 years, and large athletic fields in different sections of the city for adults.

The School and Recreation Boards should jointly employ a Playground Supervisor, so as to unify methods of supervision.

The system of public parks and parkways as a part of a broad recreation system should be developed to keep pace with the growth of the city, but not at the expense of adequate facilities for active outdoor play.

After school playrooms should be established by the School Board and maintained by the Recreation Board, if necessary to continue the work of the playgrounds during the winter months.

A director of Girls' Clubs and a director of Boys' Clubs should be appointed to study the needs of the adolescent youth and stimulate the establishment of social clubs in every section of the city. These clubs could meet either at social centers or public libraries.

Social rooms equipped with facilities for games of various sorts should be open nightly in the schoolhouses in congested districts for the convenience of young girls and young men.

Social center activities conducted by the School Boards should be along the broadest lines and should include the giving of neighborhood dances at regular intervals.

Where the School Board is unable to maintain and conduct a social center in a neighborhood lacking sufficient facilities for recrea-

tion, the Recreation Board should establish and maintain recreation centers, as it is done in Chicago, Seattle and other cities.

All forms of commercial recreation should be under constant supervision.

This supervision should in no way check the free development of commercial recreation, but should increase its recreational value.

Immediate Recreational Needs.

A playground should be established in the northern section of the Seventh Ward or the southern section of the Tenth Ward.

An athletic field should be located east of Millcreek to meet the needs of the western section of the city.

Until an adequate number of playgrounds are provided certain streets, least used by traffic, should be shut off in the congested sections of the city to be used, under supervision, for play purposes.

The present playgrounds in the congested sections of the city should be open twelve months in the year. Seventy-one cities in the United States keep 299 centers open throughout the year.

The public parks should be better supervised.

A social center for colored people should be established as near Eighth and Mound streets as possible.

A social center should be opened in either the Sixth District or Webster schools. Neither of these buildings are new and especially equipped for social center purposes, but the congestion of population is so great in that locality that the need is urgent. No private agencies provide means for recreation in that neighborhood.

A social center should be opened at the Washburn School, where the density of population is 129.3 persons per acre; at the Sands School, where the density of population is 89.3 persons per acre; at the Chase School in Cumminsville, where the density of population is 83.4 persons per acre. The Guilford School, although the newest building and best equipped for social center activities, is located in a district where the density of population is only 30.3 persons per acre. There are, moreover, two social agencies in its immediate vicinity affording good opportunities for recreation.

Steps should be taken to secure the censorship of theatrical posters.

Section 879 of the Codification of Ordinances should be amended so as to make it unlawful to permit suggestive acts and speeches in any performance or exhibition.

Persons who wish to conduct amusement parks ought to be required to secure a license.

An ordinance empowering the city to forbid steam vessels which are not sufficiently supervised or lighted to make use of the public docks should be passed to provide for control of recreational conditions on excursion boats.

A new ordinance for the control of public dance halls should be passed, providing special machinery for the inspection of public dances by the municipal authorities.

SECTION A. RECREATIONAL ACTIVITIES.

I. ACTIVITIES OF SCHOOL CHILDREN.

Papers of School Children.

In order to ascertain the recreational activities of children, with the co-operation of the Superintendent of Schools, the children of the Sixth, Seventh and Eighth grades of forty-five of the district schools and the First and Second grades of two of the high schools of the city were asked to write for fifteen or twenty minutes on what they did with their spare time. A careful study was then made of 1,178 of these papers—589 from boys and 589 from girls. The papers were selected at random from the total number, but an attempt was made to keep the proportion of the papers written by boys and girls the same from each school. The papers were all written during the first week in October.

Table I summarizes the number of children mentioning each form of amusement as well as the number of times each form of amusement was mentioned. This "mention" column is thus a truer index to the importance of each kind of pastime in the recreational life of the child. For instance, a child who writes of playing an outdoor game in both the afternoon and evening would count only as one in the number of children mentioning outdoor games and sports, but this form of recreation would figure as two in the "mention" column.

Table II gives the results of the papers in percentages.

TABLE I.
Activities of School Children.

Activities	Boys	Mention	Girls	Mention
Outdoor games and sports.....	437	718	291	393
Walking, shopping, going downtown.....	173	209	287	335
Watching, games, loafing outdoors.....	174	184	88	91
Home games, home amusements, clubs.....	68	74	104	122
Reading	181	204	249	294
Fancy work, music, drawing, etc.....	45	58	222	288
Calling on friends, talking, loafing indoors...	89	112	210	233
Theaters, picture shows.....	236	267	197	231
Gymnasiums and outside clubs.....	29	36	34	44
Parties, dancing school.....	3	3	12	13
Home work, chores, errands, etc.....	298	409	400	632
Outside work, office, store, carrying papers, lamplighting	121	155	13	16

TABLE II.

Activities of School Children.

Activities	Percentage of Number of Papers		Percentage of Mentions	
	Boys	Girls	Boys	Girls
Outdoor games and sports.....	72.5	49.4	29.7	14.5
Walking, shopping, going downtown.....	29.4	48.8	8.6	12.5
Watching games, loafing outdoors.....	29.5	14.9	7.5	3.4
Home games, home amusements, clubs..	11.5	17.6	3.1	4.5
Reading	30.7	42.3	8.5	10.9
Fancy work, music, drawing, etc.....	7.6	37.6	2.4	10.8
Calling on friends, talking, loafing indoors	16.8	35.6	4.5	8.7
Theaters, picture shows.....	40.	33.4	11.	8.6
Gymnasium and outdoor clubs.....	5.	5.7	1.2	1.6
Parties, dancing school.....	0.5	2.	.2	.3
Home work, chores, errands, etc.....	50.6	67.9	16.9	23.6
Outside work, office, store, carrying papers, lamplighting	30.7	2.2	6.4	.6
			100.0	100.0

As care was taken to select papers written by children living in all parts of the city, the following facts are true regarding the average Cincinnati child.

Work After School Hours.

23.3 per cent of a boy's and 24.2 per cent of a girl's time out of school hours is occupied with some form of work. This work for both boys and girls is usually in the nature of housework, running errands, going to market or the grocery, assisting with the dinner, or scrubbing floors and steps. Some write of helping in the store or shop, watching the younger children, and the boys speak of selling papers, shining shoes and driving on delivery wagons. One little fellow complains: "Had to saw wood nearly every ten minutes (seemed to me), and had to go to the store nearly every time I got my wheel out to ride." A girl writes of having nothing to tell of what she did for fun outside of school last week, as she had no time to play.

Home Recreation.

Even if it is taken for granted that reading, fancy work, music and drawing are home recreation, only 14 per cent of the recreational life of the boy and 26.2 per cent of that of the girl is filled by home amusements. Of the games played indoors, checkers, authors, and similar card games are mentioned. One girl writes of "playing house in the attic."

Reading.

Both boys and girls are fond of reading. A few notes were made while classifying the papers of books which were mentioned. Fairy tales are popular with both boys and girls. One boy writes: "I go to the Public Library and get me a book about war or fairy tales." Boys also are fond of history, and both boys and girls like

tales of adventure. One boy writes: "When I got home I read the 'Literary Digest' and the 'Appeal to Reason,'" while yet another tells, "When I came home I sat down and read about Harry Thaw." A girl writes: "I read 'Vanity Fair' and liked it very much. Later I saw it in the moving pictures."

Moving Pictures.

Moving pictures provide 11 per cent of the recreation of boys and 8.8 per cent of that of girls.

Attendance at moving picture theaters is mentioned much more frequently by the children living in the congested districts. A girl writes, "I go to the picture show about three times a week," and a boy, "After I eat my supper, I ask my father for a dime to go to the show." Another says, "On Saturday and Sunday evenings I generally go to the show."

Some of the children went into detail as to the story shown in the picture films. A boy writes: "I saw the 'Glove and the Lion,' which pleased me very much, because last year in the Sixth Grade it was in our readers."

Other films are not as healthfully amusing. A boy tells: "They had about the 'Jail Bird.' There was a man who had a wife and a little girl. When the man went to his office, his wife telephoned another man whom she loved. But a friend of the man's wife saw them, and went and told it to him what she had done. He didn't want to believe it. Then the man took a revolver and shot that man dead whom his wife loved. He was sentenced for ten years. When they were working, Prisoner 13 told him to escape, and he did so. When he was over, the other one wanted to get over the wall, too; but the stick broke and he was captured. He had many adventures until he was set free. In the evening I went to another show." Another paper tells: "In the evening, I make my lessons and then go to the nickel theater and see a fine show. . . . The picture was about John Bunny as a woman. The other one was about a robber entering a house and stealing silverware and gold and other jewels while the people were sleeping. In the morning when they looked for their jewels and silverware they were gone. They notified the police, and they came and looked for the thief, but could not find any one."

Outdoor Games.

Outdoor games secure from the boy greater interest than any other form of recreational activity. Boys think twice as much of outdoor sports as girls do, while the girls in turn better enjoy quiet sociability, and think twice as much as boys of talking to and calling on friends, and nearly three times as much of inactive recreational occupations.

In tabulating the papers, outdoor games and sports were given the broadest possible interpretation. Every form of outdoor fun was classified under this head. Frequent mention is made, however,

by both boys and girls, of group games. Hop-skotch, blind man's bluff, hat thief, puss-in-the-corner, steps, and go-sheepy-go, seem popular. Quite a large number of children, including those living in the downtown districts, speak of walking to Eden Park and Burnet Woods and other woody places to gather buckeyes.

An interest in games imitating activities of primitive life is occasionally expressed. A boy writes of "building a furnace on the hill." Another says, "In the afternoon I played 'Indians and Cow-boys' in the woods." And yet another, "I went down to the bottoms and helped the boys put a stove in our tree-house," while a girl tells of helping "build a fort for the younger boys."

Lack of Outdoor Play Space.

Mention is sometimes made of the lack of outdoor play space. One boy, who does not even live in a congested neighborhood, writes: "It seems just about the time we begin (playing ball in a side street), the policeman comes and chases us away. If we go in the neighboring lot or field the owners are after us. If we play football, the people come out, and we have to get away or they send for a policeman. After school Thursday we were playing 'Slim Jim' in a lot, and the policeman came and took our names in his book, and said, 'If we don't stay out of the lot, he would take us down to the Juvenile Court.' Where would you advise us to play?"

Conclusion.

Boys need to be provided with better opportunities for outdoor play, and girls with facilities for wholesome sociability.

II. OBSERVATIONS OF CHILDREN OUT OF DOORS.

A further study was made of children's recreational activity by making observations of what they were doing out of doors. Three sections of the city were selected for intensive study, and these "Soundings"* were visited during the afternoon and evening and the number, age, sex and occupation of the children noted. Table III gives the results of this study.

TABLE III.

Observation of Children Out of Doors.

What the Children Were Doing	Sounding I.		Sounding II.		Sounding III.	
	No.	Per Ct.	No.	Per Ct.	No.	Per Ct.
Working	49	13	78	16	20	8
Playing	173	46	191	38	100	40
Doing nothing.....	149	41	231	46	133	52
Total	371		500		253**	

Ages of Children—

Under 6.....	26	7	50	10	31	13
6 to 10.....	132	35	165	33	79	29
10 to 15.....	176	49	247	50	125	50
15 to 18.....	37	9	38	7	18	8
Over 18.....	0	0	0	0	0	0

Number of children in nearest playground.....

500

900
(2 playgrounds)

No playground

Area of playground..... 1.77 acres

2.21 acres

Children Who Are Doing Nothing.

Of the 1,124 children and young people observed out of doors only 41 per cent were playing, while 45 per cent were doing nothing. The habitual difficulty of engaging in active play in congested districts may be a partial cause for this waste of opportunity for profitable relaxation and pleasure. Another reason may be lack of imagination in conceiving recreational activities or lack of initiative in prosecuting them. In all events, idleness has no recreational value, and the child who is doing nothing because he does not know what to do easily falls into mischievous habits. Play leadership would probably materially check this enervating idleness and be a strong preventive of juvenile delinquency. More boys than girls were doing nothing, and 50 per cent of the children observed were between ten and fifteen years of age. It is significant with regard to this fact that 47 per cent of the total number of children brought before the Juvenile Court* are between ten and fifteen years of age.

* Sounding I (12 blocks) bounded by Cutter, Freeman, Richmond and Barr streets. Sounding II (9 blocks) bounded by Liberty, Findlay, Central and Race streets. Sounding III (8 blocks) bounded by Celestial, Ida, Monastery, Lock and Third streets.

** Many of the children in Sounding III play along the railroad tracks just to the west of it, or go down to the river, and this accounts for the smaller number of children observed in that locality.

* Juvenile Court Report for 1912.

Lack of Playgrounds.

Play leadership, such as was suggested above, is found in the playgrounds. No playgrounds, however, were located in the three Soundings: Sinton Park adjoined Sounding I on the east, and Hanna and McKinley playgrounds were about equally distant from Sounding II, while no playgrounds were near enough to Sounding III to be counted as neighboring on it. These playgrounds, however, were found to be well filled with children from their immediate neighborhoods, and could not possibly accommodate the number of children whom observation showed needed direction in play. To adequately reach such children play leaders would have to be placed in charge of the streets themselves, as has been done in New York, Chicago, Baltimore and other cities.

III. RECREATIONAL ACTIVITIES OF ADULTS.

It has been impossible to ascertain the recreational activities of adults in the same way as those of children were secured. A study of the following chapters, however, describing the extent and facilities of the various forms of recreation, will give some idea of the importance of the different kinds of pleasure in the life of every individual of the community.

SECTION B. THE VARIOUS FORMS OF RECREATION.

There are four different kinds of recreation; namely, home recreation, or the pastimes enjoyed in or under the supervision of the home; private recreation, or the diversions provided through co-operative or philanthropic effort; commercial recreation, or the amusements furnished on a commercial basis; and public recreation, or the recreation supplied by the government for the benefit of all members of the community. This section of the report discusses the existing facilities and value of each of these four forms of recreation.

I. HOME RECREATION.

Home recreation is, of course, the best kind of recreation for both the adult and the child. It lends itself to family solidarity, to the safeguarding of the pleasures of the younger members of the family by the kindly supervision of their natural guardians.

For home recreation to be possible, however, there must be in the home a certain chance for privacy for each individual in the family group and a certain amount of space which will permit for active or even passive play.

Density of Population by Wards.

An approximate indication, therefore, of the facilities for home recreation is secured by a study of the density of population by wards. Table IV gives this information. It will be noticed that one-third of the twenty-six wards have a density of population from

six to thirteen times as great as the density of population of the whole city. The neighboring Fifteenth and the Seventh wards are the most congested in the city. The density of the Seventh Ward is even greater than is indicated, because a portion of its small area is taken up by Music Hall, Washington Park and the Canal. The Sixteenth and Tenth wards come next for density; the congestion in the latter is largely in the southern portion adjoining the Seventh Ward.

TABLE IV.
Density of Population.

Ward	Area in Acres	Population*	Population Per Acre	Population Per Acre above or below City average of 8.8 persons per Acre.
1	6,900	17,728	2.5	6.3—
2	3,580	21,345	5.9	2.9—
3	1,380	20,404	14.7	5.9+
4	720	15,764	21.9	13.1+
5	220	14,216	64.5	56.2+
6	260	15,396	59.1	50.3+
7	115	12,760	110.9	102.1+
8	460	13,980	30.3	32.5+
9	610	15,052	24.6	15.8+
10	165	15,001	90.9	82.1+
11	500	17,579	35.1	26.3+
12	310	16,807	54.2	45.4+
13	3,560	12,936	3.6	5.2—
14	170	15,287	89.3	80.5+
15	110	14,290	129.9	121.1+
16	160	16,264	101.5	92.7+
17	520	13,646	26.2	17.4+
18	240	14,965	62.3	53.5+
19	1,660	17,781	10.4	1.6+
20	3,250	19,288	5.9	2.9—
21	175	14,600	83.4	74.6+
22	870	11,728	13.4	4.6+
23	1,440	15,284	10.9	2.1+
24	4,500	15,196	3.	5.8—
25	6,510	12,256	1.9	7.1—
26	6,520	8,800	1.3	7.5—
Total	44,905	398,353		

Housing Study with Reference to the Possibility for Home Recreation.

To ascertain further the possibility for home recreation, a house-to-house study was made in a part of each of the Soundings already described.

In Sounding I the investigation covered four blocks (bounded by Linn, Eighth, Freeman and Barr streets); in Sounding II, seven blocks (bounded by Findlay, Logan, Green, Pleasant, Liberty and Central Avenue); in Sounding III, six blocks (bounded by Lock, East Third, Oregon, and East Fifth street). The result of this investigation has been summarized in Table V.

* Figures supplied by the Board of Elections, October, 1913.

TABLE V.
Study of Home Conditions.

	Sounding I.	Sounding II.	Sounding III.
Number of homes.....	3	16	12
Number of tenements.....	61	96	150
Number of individuals.....	614	826	1681
Number of families.....	128	171	374
Average number of families to a tenement.....	3	5	3
Average number of rooms to a family.....	3	3	2
Average number of people to a family.....	5	5	4.5
Average number of people to a room.....	1.7	1.7	2.3
Average number of children under 15 to a family...	2	2	2

It can be readily seen from these figures that home recreation is practically impossible. No such thing as a living room was found by the investigator except in the few "homes" noted. Even in those rooms which by better furnishing or arrangement seemed to be pressed into service as a center for the social activities of the family, none were found without the folding bed or couch, which showed for what purpose they were really used. No child could play anything but the quietest of games at home under such circumstances, and for the young girl and the youth to receive their friends with the rest of the family crowded about, and younger children underfoot, is impossible.

These tenement homes, moreover, are often dreary and unattractive. Few of them provide those mechanical means for entertainment which are such important accessories to the successful social intercourse of youth. In Sounding I only five per cent of the homes had pianos and two per cent had talking machines or musical instruments. In Sounding II only one per cent of the homes were provided with pianos and one per cent with talking machines or musical instruments, and in Sounding III two per cent had pianos and five per cent had musical instruments or talking machines.

Outdoor Home Recreation.

Play in private yards, being under direct supervision, is another form of home recreation. The extent of this outdoor home recreation is, of course, circumscribed by the adequacy of physical facilities. To determine the amount of private outdoor play space, an engineer was employed to survey the three Soundings. Table VI. gives the results of his study.

TABLE VI.

Outdoor Play Space.

	Sounding I.		Sounding II.		Sounding III.	
	Acres	Per Ct.	Acres	Per Ct.	Acres	Per Ct.
General Distribution of Land.						
Street and alleys.....	17.8	52	15.5	79	9.4	30
Other land	33.3	48	19.6	21	30.6	70
Total	51.1	100	35.1	100	40.	100
Distribution of Land Not in Streets and Alleys.						
Usable for play.....	.59		None		None	
Usable for play but grading needed .....	.24		None		1.	
Not usable for play.....	None		None		2.2*	
Lawns, play not allowed....	1.5		None		No laws of any size	
Storage yards.....	.35		.5		.2	
Occupied by houses and inter- spaces less than 25x25 ft..	20.48		19.1		About 27.2	

It will be seen from this table that opportunities for outdoor home play practically do not exist in three neighborhoods selected so as to represent the conditions under which the majority of the people of Cincinnati live. This condition increases the significance of the fact, previously noted, of the large number of children and young people who loaf about the streets with nothing to do. Sufficient public play space and the leadership and supervision already suggested would remedy this serious state of affairs. How adequately Cincinnati is provided with public playgrounds will be discussed under the chapter on Public Recreation.

Letters to School Principals.

To estimate the home conditions in all parts of the city along the lines indicated by the intensive studies just described, a letter was sent to the principals of forty-five public schools of the city, requesting them to answer the following questions:

1. In your opinion what are the general home conditions of the majority of your pupils?
2. What facilities and opportunities have your pupils for recreation in their own homes?
3. When there is opportunity and facility for recreation at home, do many parents pay proper attention to recreation for the children?
4. How many of the children have yards in which they can play? Approximately, what per cent?
5. Any other information which you can give us along the same lines will be of value to us.

The twenty replies received are tabulated in Table VII.

* Steep hillside.

TABLE VII.
Home Conditions as Described by School Principals.

LOCATION	SCHOOL	QUESTION			
		1	2	3	4
8th St., E. of Mount St.	Sherman	Poor	Few	Some	10 per cent
Hopple St., Camp Washington	Washington	Good	Poor	Few	Few
Alms Place, Walnut Hills	Douglas	Poor	None in most cases	Few	5 per cent
Clinton and Linn Sts.	Washburn	Medium	Limited	Few	Few
Ellen, Kilgour Sts.	Morgan	None or very little	No	No	Few
Vine and University	23rd District	Good	Gymnasium apparatus, games, piles, books and music in about 50 per cent	Yes, about 50 per cent	About 90 per cent
Vine and St. Joe Sts.	Vine Street	Medium	75 per cent good	Majority	75 per cent
Storrs, W. of Burns	Oyler	Fair	Music, games	A number	Few
Locust and Melrose Aves., Walnut Hills	22nd District	Good	Fair	Yes, for the younger children	Few
				Attention is paid by the parents to the recreation of the younger children, but the older ones seem to depend largely on their own resourcefulness, and upon outside attractions, picture shows figuring to a considerable extent.	
				Our district comprises a population made up almost entire of thrifty and intelligent Germans.	
				Inwood Park Playground is close to our school.	
				Few yards available for recreation or gardens. The picture theaters get much of children's spare change.	
				Attention is paid by the parents to the recreation of the younger children, but the older ones seem to depend largely on their own resourcefulness, and upon outside attractions, picture shows figuring to a considerable extent.	
				We are near several parks.	
				Both parents are wage earners in most instances; housing conditions bad. Social clubs conducted at school house. Some of the yards would be suitable for children to play in if they were put in the proper condition.	
				Need a playground properly supervised.	
				Tenement district. Population in this community is of a very shifting nature. 500 to 600 children move within the year.	

LOCATION	SCHOOL	QUESTION				
		1	2	3	4	5
Edgewood & Elmore Sts., S. Cummins	Garfield	Fair	Few	In some cases	50 per cent	.....
Findlay, West of John St.	20th District	Fair	Poor	A number	Majority	Parents are of working class and generally live in 2 rooms. Yards usually very dirty and dingy, and the children seem to prefer the sidewalk on which to play.
Woodburn, Op. Dexter av., Walnut Hills	Hoffman	Good	Books, games	About one-half	80 per cent	Suburban District.
Osage and Woodlawn	Whittier	Excellent	Good	Yes	About 100 per cent	.....
Ave., Price Hill						
8th and Donnersberger Sts.	12th Dist	Poor	Almost none	I fear not	Small back yards 20 x 25 feet	Houses poor, but usually not squalid. Many parents are careful to keep children in home after dark. Very little empty space in neighborhood.
Baltimore Ave. near Seegar	N. Fairmount	Fairly good	Usual facilities		60 per cent	.....
Monastery and Gregory Aves.	Mt. Adams	Very good	Living rooms pianos, books, etc.	Yes	75 per cent	Children all live close to Eden Park.
Winchell near Bank St.	LaFayette Bloom	75% good 25% bad	Very poor	Very few	40 per cent	Need a social center.
Harvey and Union Aves.	Columbian	Good	Libraries, music and games	Few	yards small 85 to 100 per cent	Many children work for money outside of school hours.
Eastern and Russell Aves.	Linwood	Generally good	All advantage of a middle class home	90 to 95 per cent	90 to 95 per cent	.....
Eastern Ave. and Lewis	Highland	Poor	Poor	Few	10 per cent	Small crowded houses and no playground but the street. Need a playground. Empty lot in neighborhood could be used for purpose.

Conclusion.

The facilities for home recreation are poor for the majority of the people. This condition forces the child into the unsupervised street to play, and makes the youth and adult dependent on commercial recreation and other outside sources for their diversion. Healthy family life centers in similarity of interests, and is impaired when recreation becomes an individual and not a social concern to members of the family group. In other words, the most serious result of the lack of opportunity for recreation at home is that it places the individual beyond the family's moral control.

II. PRIVATE RECREATION.

Social Clubs.

A definite part of the social life of the community is furnished by co-operative neighborhood clubs. They are most frequently organizations of young men who join together for the purpose of sociability and the giving of entertainments. Some of these clubs, under the guise of seeking pleasure for their members, are organizations for the promotion of public dances for the sake of profit. Most of the dances at the worst dance halls in Cincinnati are given as such club affairs, although the general public is admitted.

The Directory of 1913 gives a list of 190 "Pleasure," "Social," "Outing" and "Fishing" clubs, while a further list from the Mayors office brings the number up to 214. If to these are added the choral and singing societies which are often organized along social lines, and the bowling clubs, there are 356 co-operative organizations recorded. Fraternal and similar organizations are excluded from this count, as well as the many mutual benefit associations, which very often give social affairs, and the many small clubs of which there is no record.

A letter was sent out to 100 of these clubs asking for general information as to their membership and purpose. Only fifteen replies were received. These fifteen clubs report a total membership of 580 men. The minimum age limit in all but one instance was 21 years, and the majority of their members are reported to be between 21 and 40 years of age. Only three of the clubs report the giving of dances since January 1, 1913; outings, socials, picnics, boat excursions, entertainments and parties were mentioned. From records at the Mayors office, it was found that 337 dances were given by social clubs and several church organizations from January 1, 1913, to September 10, 1913.

Several of the co-operative clubs have their own club rooms; a large number of them, however, meet in connection with cafes and saloons. The recreational value of these clubs is probably good except in those instances where the club is used as a cloak for the promoting of vicious pleasure.

Athletic Organizations.

Athletic organizations supply a splendid form of recreation, particularly for young men. Information as to the total number of athletic clubs in the city was not obtainable. The Department of Physical Training of the Y. M. C. A., the Men's Club of Christ Church, the Advent Memorial Club, the St. Paul Gymnasium and Athletic Club, and the Cincinnati Gymnasium and Athletic Club report a total membership of 4,825 boys and men. Some of these athletic organizations are part of the recreation work of philanthropic agencies, which is described at the end of this chapter.

Considerable athletic activity is carried on among public school children under the auspices of a Games Committee. Last February an indoor meet was held at Music Hall in which there were nearly 500 entries. Four field meets were held in June, with a total of 601 entries, excluding the children taking part in relay races. Every fall an Athletic Button Contest is held in all the schools, and each school does its own work on its own grounds. Last year 307 boys and 228 girls qualified for the Athletic Buttons. Soccer football is also extensively played, but great difficulty is experienced by the team in finding facilities to play the game, as grounds are hard to secure, and the park playgrounds do not provide for soccer or association football.

Base Ball Teams.

In the summer one of the most active forms of recreation among men and boys is baseball. Aside from professional baseball, which has a National League club here, there are a large number of amateur teams among men and boys. The largest booking agency in the city reports that over 50 teams were playing baseball every Saturday and over 150 teams every Sunday; that the National American Amateur League has 16 teams and the Church League has three teams. In all it is estimated that about 1,850 men and boys play baseball in these regularly organized teams on Saturdays and Sundays. In addition, there were thirty public school ball teams with twelve to thirteen boys to a team. These teams played 100 games during the season. The Catholic churches also had a baseball league composed of eight teams.

Great difficulty was experienced by the teams in securing grounds on Saturday. Because of this fact most of the Sunday games of the National Amateur League and other leagues are played out of town, but on Saturday the men and boys work until noon and must consequently play in the city. Private grounds are often prohibitive in price, \$10.00 for an afternoon, and public athletic fields are altogether inadequate.

Philanthropic Agencies.

Philanthropic agencies and churches, realizing of late the necessity for healthful recreation in a well-rounded life, have provided various forms of recreation as a part of their social or parish work. To ascertain the extent and character of the recreational facilities which these social organizations offer, and the number of young

people they reach, the following questions were sent to every philanthropic and social agency in Cincinnati, whose purpose might even remotely include a recreation program, and to all of the churches, which during the winter of 1912-1913 replied to a general inquiry sent out by the Y. M. C. A. concerning their recreational activities.

Questions Sent to Philanthropic Agencies and Churches.

1. How many young people between the following ages does your recreational work reach?

Boys.....	12 to 14	14 to 16	16 to 18	18 to 21
Girls.....	12 to 14	14 to 16	16 to 18	18 to 21
2. Are the majority of the girls and boys from 14 to 16 still attending school, or are they working? What class of work?
3. Do they come from your immediate neighborhood? If not, what parts of the city do they come from?
4. What forms of recreation do you offer? Social clubs? Dancing? Entertainments?
5. How many nights a week do you supply some form of recreation for those young people?
6. Are you open on Saturday and Sunday evenings? If so, what entertainments do you have then?
7. At what time do your activities close every night? Are you open all the year round?
8. What special activities from your recreation program for the summer season?
9. What is the average attendance of your clubs, dances and entertainments? Is the individual boy or girl allowed to join more than one club and attend all the entertainments? Is the average attendance of each boy and girl more than one evening a week?

The answers received are hard to tabulate, as some organizations seem unable to state how many young people make use of their recreational facilities and these facilities vary so in extent and character. Moreover, the recreational work of many of the churches is confined to occasional entertainments and socials.

Number of Young People Reached.

The total number of unmarried youths in Cincinnati from 14 to 21 years of age, according to the last school census, is as follows: 11,159 from 14 to 16 years of age, and 24,895 from 17 to 21 years of age.

The total number of young people reached by the recreational work of the philanthropic organizations and churches, as reported by them, is shown in Table VIII.

TABLE VIII.

Age	Boys	Girls	Total
12 to 14.....	536	1,056	1,592
14 to 16.....	434	355	789
16 to 18.....	989	702	1,691
18 to 21.....	2,486	2,537	5,023
Total	4,445	4,650	9,095

There is shown a decided falling off in the attendance of girls between 14 and 18 years of age. This may be only partly accounted for by the girls' enrollment at night school. It is probably due in a large measure to the fact that social organizations have not yet learned the recreational needs of the adolescent girl. It was interesting to note while reading the replies the lack of purely recreational provisions made for the girl and the emphasis laid upon them for the boy. The girl is supposed to content herself largely with sewing, cooking and literary clubs, and occasional socials and dances of a mild variety, while regular social club rooms for the adolescent boy are open nightly, if possible, and equipped for all sorts of games. Again, all kinds of athletic activity is organized for him. This fact is particularly significant when it is remembered that the study of the papers of school children (12 to 16 years of age) showed that girls value sociability twice as much as boys.

As instances of this tendency to underemphasize the needs of the girls several can be cited. Four Catholic parishes conduct social clubs for boys from 14 to 17 years of age. There are no such clubs for the girls of the same age. Again, fifteen parishes have social club-rooms for boys 17 years of age open every night except Sunday, while they provide no such facilities for the girls. The young men have pocket billiard leagues, basket ball leagues, and baseball teams, while the young women use the parish hall only for some specially arranged euchre or dance. In the same way a Protestant institutional church reports a social clubroom for young men, open every night except Sunday, and all the year round, while the girls are provided for only on the average of one night a week during the winter months.

Sixteen organizations report the maintenance of gymnasiums and ten provisions for calisthenics. Aside from the Catholic parishes only three other organizations report pool and billiard rooms and one a bowling alley. Two settlements have moving pictures and six organizations give dances, one regularly every Saturday night. These dances, however, are usually for the young people eighteen years of age and over. Eighteen regularly organized social clubs for boys and four social clubs for girls are reported. A number of other boys' organizations exist, such as the Boy Scouts, with an enrollment of 400 members. Other forms of recreation offered are dramatic clubs and minstrel shows, lectures, choral classes, music, walking clubs, summer camps (five for boys and three for girls), river trips, picnics, swimming and tennis.

On Saturday evening, when the most young people try to find recreation, very few places offer facilities for amusement, and on Sunday, the day when again the most people seek diversion, the social organizations make practically no provisions for their entertainment. The Catholic parishes do, indeed, have social gatherings and walking trips, and five other places have social hours with music and refreshments.

Of course, a lot of occasional recreation is provided by churches and social organizations of which there is no record. Opportunity

for recreation, however, as supplied by those organizations working for social welfare, is pitifully small and cannot in any way compete with commercial recreation. The vast majority of adolescent boys and girls, at the period when they are most impressionable and most easily demoralized by vicious influences, must turn to commercial recreation to find those amusements which they crave as a means of self-expression.

III. COMMERCIAL RECREATION.

The largest and most important facilities for recreation in any city are those amusement places conducted for the purpose of profit. When the character of modern industry forced men to live together in cities, and crowded housing conditions prevented the participation of the family in recreation at home, it was commercial enterprise alone which realized the value of the people's unsatisfied need for relaxation and pleasure. Today commercial recreation provides for fully two-thirds of the play life of the community.

Up to very recently no one considered whether this arrangement was good or bad; commercial recreation was looked upon as any other form of private business undertaking in which the public had no concern. Lately, however, a new appreciation of the importance of healthy recreation in virile individual or community life has developed the conviction that commercial recreation to fill adequately a social want must submit to social control.

During the survey, therefore, special attention was given to commercial amusement places in Cincinnati. Their utility in gratifying man's deep-rooted play instinct has been judged solely on the basis of whether or not they provided opportunity for sound and wholesome pleasure. Investigators were told to disabuse their minds of the idea that good recreation must necessarily have an educational flavor.

All recreation, of course, whether good or bad, has a definite educational value. It either rounds out or warps character, develops or demoralizes the will, stimulates or enervates for complete living, but too long has play just for play's sake been looked at askance, and the recreation provided by those interested in human welfare been tainted with the spirit pervading "uplift" work. In the following paragraphs, therefore, which describe the various forms of commercial amusement in our city, their social worth has been estimated altogether from the standpoint of their recreational efficiency.

Moving Picture Shows.

Foremost in popularity among the forms of commercial recreation is the moving picture show. In September, 1913, Cincinnati had eighty-one moving picture houses (three of which were still in the process of construction) and six airdomes. The location and seating capacity of the regular moving picture houses is shown in the following table:

Location	Number	Capacity
Downtown business district.....	13	5,797
Downtown residential district.....	33	14,136
Suburban residential district.....	35	28,859
Total	81	48,792

The structure of the moving picture houses has improved greatly in the last two years. Through the activities of the City Building Inspection Department all have been made safe in case of fire. The ventilation also has been materially improved, but more must be done in that line. By the time the second audience comes in the air is frequently vitiated, and as the performance is continuous there is no opportunity to let in fresh air. Some of the better theaters have moving picture apparatus which will work satisfactorily in a room not altogether darkened, but the greater number of places are still insufficiently lighted for proper supervision of the patrons.

Theaters in the residential districts, except on Saturdays and Sundays, usually remain closed during the day, and run from three to four shows in the evening; the shows in the business district are open continuously from 9 a. m. to 11 p. m., with two exceptions, when the theaters open at 1:30 and 2:30 p. m., respectively. Admission is usually five cents, and a few houses charge ten cents for adults and a nickel for children.

During the survey an actual count of the attendance at sixty-three of the moving picture theaters was made on a Monday early in October, and it was found that they were patronized by 55,593 persons in one day. The combined seating capacity of these theaters was 25,796, the attendance a little over two persons to a seat. Not counting the incomplete theaters, or five picture shows which were found closed on the day of the investigation, on this average of two persons to a seat, 44,636 people went to the theaters which were not covered in the count. This means that a total of 100,229 persons, or over one-fourth of the city's population, attended moving picture shows in one day. On this basis, 701,603 people enjoy this form of amusement in one week; a conservative estimate, as it does not allow for the extra shows and larger audiences on Saturdays and Sundays.

While the investigators were taking the count, facts were noted in many instances concerning the attendance of children and young people and the character of the films which were shown.

Character of Audience.

A large majority of the people who make up moving picture daytime audiences are adult men. An occasional woman on her way from shopping or market, sometimes accompanied by little children; a small number of boys and youths, and a few young girls about fifteen years of age (evidently out of work or playing truant from school), who come to the theater in the hope of picking up new acquaintances, are the other patrons. During the noon hour this order varies for a little while and the places are crowded with young

people from store and factory and youths from the downtown high school. In the evening the character of the audience changes again and the theaters in the business district have evenly mixed audiences, while in the residential districts the audiences are often largely composed of women and children. About 33 per cent of these audiences were under 21 years of age, about 11 per cent of whom were under 10 years of age. The children, however, were found in attendance chiefly at the early performances, and were noticed in only small numbers at the last show.

Character of Films.

The character of the films shown, except in three instances, was unobjectionable and provided clean recreation. The subjects were usually melodramatic or of a comic or farcical nature. The Wild West pictures are still popular, although not seen as frequently as formerly. Films of distinctly educational and of high recreational value are frequently shown. Slides of events of current interest, pictures of noted people, interesting views of foreign places are often seen as part of the program, while standard plays given by good actors are now being performed for audiences of the moving picture theater. There can be no doubt that the quality of recreation offered by the moving picture show has vastly improved in the last few years, and is still improving.

The objectionable films referred to above showed a coarse gambling scene; another revolved around the life of a dope fiend; the last gave a suggestive story of the life of a bad woman. It is the possibility of films of this character being produced, which, of course, detracts from the recreational value of moving pictures, particularly where children are concerned. In them is especially strong that desire to participate passively in experiences of life beyond their everyday routine, and active suggestions of evil acts or vivid examples of demoralizing habits cannot but react on character development.

Posters.

The posters displayed outside of the theaters cannot be as favorably commented on as the films. In most instances they are sensational, drawn on exaggerated lines and luridly colored. The films which they advertise are usually harmless enough; the posters always exceed the performance. The number of children which crowd the entrances of the picture shows each evening, particularly in the residential districts, cannot be benefited or wholesomely entertained by a study of a poster portraying in lurid colors a woman of nearly life size sprawling over a prostrate man; or of a woman in a man's bathing suit extended full length in the act of diving; or of men stabbing each other, or similar subjects.

Supervision.

For several years most of the films shown in the United States have been censored by a voluntary committee known as the National Board of Censors. Ohio last year created an official State Board

which must pass upon each film. This step is undoubtedly a good one if the board is broad in its views of what constitutes healthy entertainment.

Conclusions.

The moving picture shows as a whole serve the public well in providing good recreation. To absolutely safeguard the people from abuse from this form of commercial amusement, however, certain improvements in our method of control should be made:

1. A list of the rejected films and of the films in which the elimination of certain sections has been ordered should be mailed by the State Censorship Board to some competent organization in each community for checking purposes.
2. The proprietor of moving picture shows ought to be compelled by law to keep the theater auditorium sufficiently lighted, and to install the proper moving picture apparatus, if necessary, to enable him to do so. This would facilitate proper ventilation of the theaters.
3. The censorship of picture films ought to be extended to posters advertising them. They are seen by more people, and afford opportunity for longer perusal. The co-operation of the Motion Picture Exhibitor's League ought to be secured to that end.

Theaters.

There are eleven theaters in Cincinnati; ten are located in the downtown business district and one in the suburbs. The type of theaters and the total seating capacity is shown in the following table:

Type	Number	Seating Capacity
Drama (legitimate)	4	7,249
Vaudeville	3	4,677
Burlesque	3	4,013
*Melodrama	1	1,800
Total	11	17,739

During the survey no study was made of the legitimate drama. In such investigations so much depends on the point of view of the investigator in determining the recreational value of a play that any conclusions arrived at cannot have real weight. The moral philosophy is too subtle, dramatic interpretation too complex to permit a definite classification. Visits were made, however, to the vaudeville and burlesque houses. The type of performance which they give is more crude and the dramatic presentation more elemental in character, so that it is easier to determine the recreational merits of the entertainment offered.

Two of the vaudeville theaters usually provide excellent amusement. On the whole, the entertainment is clean fun. The third vaudeville theater gives performances of low character and extreme

* Changed into a moving picture and vaudeville theater November 16, 1913.

vulgarity. This house is patronized by prostitutes, and sexually suggestive acts and speeches cater to the low moral desires of the audience. Unfortunately, however, the audiences of this theater, which has a seating capacity of 1,400, are largely composed of young men whose mind and morals must be degraded by witnessing such a vicious form of entertainment.

Two of the burlesque houses are uniformly bad. The whole performance is of the crudest type and provides only a shallow shell for suggestive acts and speeches to excite the sex instincts of the audience. Very rarely the performance goes beyond the point of vicious suggestion and indulges in openly immoral acts and obscene speeches. To our minds, however, the thinly veiled allusions, the salacious jokes and the vulgar physical contortions are far more harmful than overt, obscene acts. They undermine more insidiously the character and moral viewpoint of the spectator.

Four-fifths of the people who frequent these theaters are men; about 25 per cent of them are young men between the ages of 18 and 25. In one instance a child was noticed in the theater accompanying her mother.

Drinking and smoking is general in two of these theaters; and the patrons frequently become intoxicated. At the end of a twenty-minute intermission at one performance three boys under 21 years of age were noticed in that condition. The ventilation in these two theaters is poor and the sanitary facilities, as well as those in the third vaudeville theater, are unsatisfactory and in poor condition.

The third burlesque house, being a newer theater, is better equipped to provide for the comfort of its patrons. It provides decent although crude amusement.

Conclusions.

In the interests of the public burlesque and vaudeville performances ought to be censored as well as the films produced in moving picture shows. The city ordinance ought also to be amended so that sexually suggestive acts and speeches may be repressed in the same manner as overt, obscene words or acts.

Pool and Billiard Rooms.

Pool and billiards prove to be a popular amusement for men. No attempt has been made to estimate the size of the patronage of this form of commercial recreation, as the attendance varies greatly from day to day and hour to hour. Some idea of its importance may be gathered, however, from the following table, which shows the number and location of the various rooms and tables:

Location	Rooms	Tables
Downtown business district.....	108	309
Downtown residential district.....	354	508
Suburban residential district.....	319	458
Total	781	1,275

The majority of these pool rooms are established in connection with saloons. Many of them are really nothing more than a pool table in the bar room for the convenience of the patrons of the saloon. Some, again, are in connection with cigar stores, candy stores, etc. The general price for a game is $2\frac{1}{2}$ cents a cue.

The pool room is pre-eminently the meeting place of young men. If not playing the game, they loaf about and watch the others doing so. It is thus easy for a boy who frequents the pool room to pick up undesirable acquaintances and to acquire the habit of gambling. The State has recognized this danger, and although the game itself has good recreational value, it has prohibited a minor under 18 years of age from frequenting public pool rooms. During the summer investigators discovered only nine boys under 18 years of age in visits paid to over seventy pool rooms. Everywhere the proprietors spoke of the vigilance of the police and their fear of violating the law. The law, however, is effective only as a result of constant supervision, and pool rooms would be improved by coming under the official inspection of a special department of the government.

Shooting Galleries and Bowling Alleys.

These forms of commercial amusement can be classed with pool and billiard rooms. The tendency of these places to encourage games of chance and to harbor persons of low character depreciates their recreational value in the same way as it does that of the pool and billiard rooms, and necessitates as strict a supervision. The following table shows their number and location existing on July 1, 1913:

Amusement	Downtown Business Dist.	Downtown Residential Dist.	Suburban Residential Dist.
Shooting Gallery	3	0	0
Bowling Alley	8	5	8

Saloons and Beer Gardens.

The saloon as an important factor in recreation must not be overlooked. Up to November 24, 1913, Cincinnati had 1,334 such places; the new liquor license law will limit the number to 802. The saloon is the social club-house of the man of modest means. It is there he meets his cronies, indulges in gossip and talks over the political situation. It is in the saloon sitting-room that he enjoys his card game, and, as already noted, many co-operative social clubs use it for their meeting-place. As long as there has not been provided public facility for social intercourse, and free, easily secured meeting-places for clubs and social groups, the saloon has performed a valuable service as far as promoting recreation is concerned, and the effect of degrading social activities by closely connecting them with the sale of liquor must not be blamed altogether upon the saloon.

In the summer innumerable saloons with a little yard space, especially if they are located on the hilltops, open beer gardens. The quality of recreation furnished by these gardens during the past

summer was on the whole delightful. They are patronized chiefly by family groups who come to spend a quiet evening together. With two exceptions, when the moral tone of the place was low, the conduct of these gardens was quiet and orderly.

Public Dance Halls and Dancing Academies.

Next to dramatic entertainment, dancing probably makes the strongest appeal to young people. To the adolescent girl especially the rhythm of the dance seems to afford an opportunity for self-expression which no other means provides. To the young woman who has gone to work it is the outlet for emotional excitement which monotonous employment has stifled within her all day. It fills the same part in her life as athletics does in that of the boy's, although young men are also fond of dancing. At present, however, the only method of gratifying this normal desire for the majority of people has been to go to a commercial dance hall.

There are twenty-seven places in Cincinnati where public dances are regularly conducted. Eleven of these might be termed dancing academies where class instruction in dancing is given. Most of these dancing academies, however, have public dances on Saturday and Sunday nights; in fact, a line cannot be easily drawn between the two types.

A count was taken of the attendance at fourteen of these public dances on a Saturday and Sunday evening in October. The attendance on the Sunday night was 2,640 (and ticket takers in several instances told the investigators that business was dull), and on Saturday night was 4,239. Estimating the attendance at the dance halls in which the count was not taken, according to their size and location, at least 6,000 people dance on a Saturday evening in Cincinnati.

A careful investigation was made of the conditions under which these 6,000 people dance. Seventeen dance halls were inspected, and a number of them were visited several times.

The quality of recreation provided by four-fifths of the commercial dance halls in Cincinnati is of the lowest order. Many of them are connected with saloons or have a bar on the dance floor proper. The dance in these places often degenerates into a drunken orgy; in any case it is used as a means to increase the sale of liquor. Even in those dance halls where soft drinks only are served, except in perhaps three instances, the supervision is inadequate and "tough" dancing is the general rule.

Masquerade balls are frequent and are particularly pernicious, as they serve to heighten the boisterous conduct. Minors are found in many of the halls and they are frequently served with liquor. Some very little children were noted, who played around the dirty floors while their parents enjoyed the dance. Prostitutes and other people of low character were found to frequent the larger dance halls and mingle with the crowds of young working girls and men who came to seek innocent pleasure.

The dance halls are usually located on the second floor of a building, and there is only one really up-to-date dance hall in Cincinnati. Many of the floors are poor, dirty, slopped with liquor and littered with cards announcing future dances. The toilet facilities are very bad, and in some places the toilets for both men and women are in conspicuous places where they must be constantly passed by the couples, and are usually in close connection with the bar-room. In one instance patrons had to cross the length of a saloon sitting room to be able to check their wraps.

Among the few places which offer opportunity for wholesome pleasure is the "popular supervised dance" conducted every Saturday evening in the north wing of Music Hall by the Woman's Civic Commission. Although the admission charge is only fifteen cents, when at the other halls it is a quarter, the dance is self-supporting. A good band provides the music; members of the Commission supervise in person, and ice cream and soft drinks can be secured at one end of the hall. No return checks are given. This dance is patronized largely by people who never attended public dances before, and does not really compete with the bad commercial dance halls. Nevertheless, it is a splendid public experiment and meets a need in the community.

Aside from these regular dance halls and academies there are a number of public halls which are rented out for special dances, and operate under a one-day license.

Conclusions.

The dance halls in Cincinnati in most instances are vicious influences in the recreational life of the community. But few of them provide opportunity for wholesome pleasure. The sale of liquor in connection with a public dance is prohibited by law and ought to be strictly enforced. A new dance hall ordinance ought to require better standards of supervision on the part of the managers and a system of rigid inspection by the municipal authorities.

Skating Rinks.

There are two skating rinks in Cincinnati. Their season is from the middle of October to the beginning of May. The large rink can accommodate 850 to 1,000 couples and is open every afternoon and evening. It is brilliantly lighted and well supervised. Only soft drinks are served and the atmosphere is different than that of the dance halls. It is patronized largely by boys and girls who are too young to go to dances, and as partners are not required, many come singly.

The other rink, which is attended only by colored people, can accommodate 280 couples and is open three afternoons a week. Its attendance is also largely made up of young boys and girls. The place is adequately supervised.

Skating rinks provide splendid recreation; the only danger connected with them is the indifference on the part of the manager as to the character of his patrons and the consequent opportunity for making undesirable acquaintances.

Amusement Parks.

In the summer amusement parks provide in a great measure the amusements which dance halls, pool rooms and other forms of commercial recreation supply during the winter months.

Three large commercial amusement parks are patronized by Cincinnatians, although one is located in Kentucky. Letters were sent to the managers of those places requesting answers to the following questions:

1. What was your attendance for the season of 1912?
2. What was your average daily attendance for the season of 1912?
3. Of this number, approximately, what per cent were under 10 years of age? Between 14 and 18 years of age?
4. What was your largest attendance in a single day during the season of 1912?
5. How many concessions and exhibitions have you in your park?
6. What was the length of your season of 1912?

Two incomplete replies were received. These two parks report a total attendance of about 550,000. As the amusement park which did not reply is considerably larger than the other two and has about ten more concessions and exhibitions, it is estimated that at least 950,000 people visit these places during the season, of which about 15 per cent are under 10 years of age and 20 per cent between 14 and 18 years of age. The season is usually from Decoration Day to Labor Day. The largest attendance on a single day was reported by one manager as 12,000.

The quality of recreation provided by the amusement parks is on the whole poor. Lack of strict supervision and the indifference on the part of managers to the character and general conduct of their patrons lowers the moral tone and makes the attendance at these places dangerous for young people. Conduct is permitted in two of these parks which would not be tolerated for a moment in any public place. In one park a woman was seen sitting at a table alone and openly soliciting, while private policemen and waiters were near at hand. It is the custom in this same park for young girls to walk around the lake until they pick up an acquaintance with men, when the couples frequently leave the park together. To accomplish their purpose the girls may walk around the circle fifty times and nobody interfere. As long as boisterous and disorderly conduct is suppressed the management thinks it has done its duty. Places which would be quickly open to criticism if unsupervised receive strict attention. The open air dance hall, for instance, is carefully supervised and no "tough" dancing is permitted. This same park showed obscene pictures in a "Penny Arcade" all summer, and the concession was always crowded with young men and girls, often in couples.

In the second park open immorality takes place with the connivance or through the indifference of the management. A stretch of woody hillside beyond a lake walk is kept absolutely unlighted

and unsupervised, and it is current talk among the habitués of the park that "anything goes" there.

In the third park the recreational conditions are fair, because the management supervises more carefully.

All the three parks have darkened concessions and exhibitions. As they usually are forms of amusement which involve emotional excitement, the moral danger is accordingly increased. Most of the concessions provide crude or coarse amusement. One park, in a concession called "Hilarity Hall" creates amusement by having the skirts of the women blown about by puffs of air forced through holes in the floor. In the same concession is located the "Dippy House," a long dark passage with trick floors, moving stairways, walls, and slides in which the patrons are jounced about and finally emerge helter skelter at the other end into a small, dark room.

The most popular concessions in this park are "Hilarity Hall" and the Cabaret shows. "The Thriller," or scenic railway, seems to rank next in favor.

Conclusions.

Persons who wish to operate amusement parks ought to be required by law to secure a license so as to come under public control.

Excursion Boats.

One of the amusement parks can be reached by a river trip, and two excursion boats make five round trips daily. During the past summer the recreational conditions on these boats were much improved over other seasons. In the early part of the summer one of the boats was not properly supervised; there was no matron in the woman's retiring room and the decks were insufficiently lighted and patrolled. Later, after several conferences with a representative of the company, a matron was installed, and the captain or first mate made half-hourly rounds of the decks. The lighting on one of the boats, however, was never satisfactorily improved, the upper deck remaining in total darkness throughout the season. The sanitary conditions on both boats were very bad; common towels and hair brushes were also in use. Later these were removed and the places cleaned up.

A dance is conducted in the salon of the boat. Two private policemen were in constant attendance and no "tough" dancing was allowed. A bar is located on the deck below, and after each dance the majority of young men left their partners and went down to get a drink. Very few of the young women frequented the bar-room. During the season, however, fifteen prostitutes were noticed drinking in the bar-room, where they usually remained during the whole evening. On several occasions there was disorderly conduct which had to be suppressed by the private policemen.

Other excursion boats make trips to farther points up and down the river; these trips usually last three days. These boats were not investigated.

Bathing Beaches.

Cincinnati has no bathing beaches of its own. The shore on the Ohio side of the Ohio River is spoiled for recreation purposes by its commercial use. On the Kentucky side of the river, however, there is a fairly good, sandy beach. This beach is used by the people of Cincinnati as well as by the smaller towns along the Kentucky bank. It is hard, therefore, to estimate the number of people from our city who use the bathing beaches each summer.

There are two large commercial bathing beaches, one with a capacity of 500 rooms and the other with a capacity of 1,000 rooms, and innumerable private houses along the river bank which will take in and accommodate a few people. The manager of one of these beaches reports that he accommodates from fifteen to twenty thousand people during the season, which is from June 15th to September 20th, and that the maximum number in one day was about ten thousand. The manager of the other beach reports that he accommodates fully 100,000 people during the summer and that the maximum attendance was about 25,000. He thinks, however, that the private houses along the bank accommodate fully half of the people who make use of the river. On this basis, about 240,000 people of Cincinnati and the neighboring towns in Kentucky use the beach during the summer.

By closing the bathing beaches at 7 p. m. last summer, many difficulties experienced in the past were overcome, and immorality was reduced to a minimum. The moral tone of the beach, however, could be greatly improved by effective patrolling and supervision. Last summer there was only one private policeman on the beach, who in emergencies sought the assistance of the Dayton and Bellevue police. This aid had to be called for on two occasions last summer to put a stop to gambling.

The larger of the two commercial beaches has a saloon and stand on beach property. Its dressing rooms are often very dirty, and it had inadequate provisions for shower baths.

Conclusions.

Commercial recreation, if supervised, provides splendid facility for amusement. Unsupervised, it is a menace to the wholesome life of the community and is easily turned into an instrument for the furthering of vice. Cincinnati needs new and better methods for supervising its commercial recreation.

IV. PUBLIC RECREATION.

The community has in late years recognized the inadequacy of home recreation and the necessity of supplementing it. Home recreation, however, was constantly safeguarded by the unconscious or conscious supervision of each member of the family groups over the other, and it was soon found that public recreation without systematic and thorough supervision was as unhealthy as no recreation at all. This part of the report, therefore, which deals with the facilities for public recreation emphasizes the present provision for its supervision.

The School Plant.

There are sixty-eight public school buildings in Cincinnati maintained and managed by the Board of Education. Only twelve of these buildings are used to their full capacity at the present time. During the winter of 1912-13 nine school buildings were not used at all except for regular day school purposes. Eight schools reported that their gymnasiums were used once or twice a week by regularly organized clubs or classes, and others that they were used occasionally. Thirty-one schools report the meeting at the school building (usually once a month) of Mothers' Clubs; eleven that the Neighborhood Improvement Associations make use of the school once a month; sixteen that they provide a meeting place for other clubs and classes—i. e., Class in Folk Dancing, Woman's Art Class, Band Practice, Children of the Republic, Woman's Millinery Class, etc.; fourteen the use of the school building for special neighborhood parties, sales and entertainments; and six the use of the auditorium for occasional lectures.

Only two of all the schools have anything approaching regularly organized social center activity. Both the Douglass and the Washburn schools report clubs for men, women, boys and girls, with social programs. These schools, however, are not used to their fullest capacity.

April 14, 1913, the Board of Education adopted a program for the establishment of social centers. A Social Center Director has been appointed, who is to work under the direction of the Superintendent of Schools.

Public Libraries.

Aside from the opportunities for reading, the Public Library and its branches provide facilities for recreation. The Main Library and eight of the Branch Libraries have rooms or auditoriums which can be secured for recreation purposes. These rooms are used frequently for lectures, concerts, entertainments, social clubs, and children's story hours. The Boy Scouts often meet in the Public Libraries.

Public Outdoor Recreation.

Parks.

Not counting small plots of land laid out in parks solely to beautify the city, Cincinnati has under the management of the Park Board thirty public parks and parkways with a total area of 1,879.6 acres. Most of this property (in fact all but 254.3 acres of it) is located, of course, in the suburban districts of the city. A great deal of it is at the present time unimproved. The importance of this form of recreation cannot be estimated in figures. The drives, the walks and picnic grounds, the beautiful vistas and quiet nooks in woody places provide especially for the youth and the adult valuable forms of recreation. Several of the newer parks are at the present time rather inaccessible, necessitating quite a walk from the nearest car line to the park proper. The Park Board reports, how-

ever, that general plans to facilitate their use are in progress or will be consummated in the future.

Ault Park on the east is approached by a fifteen-minute walk from the Madison cars. In the plan for the improvement of this property, as well as in the improvement of surrounding private properties, car lines are under consideration, and new roads and entrances are being placed which will make the park accessible. Mt. Echo Park is directly on the Elberon Avenue car line. A new entrance is under construction at the present time which will make this property most accessible. Mt. Airy, stretching from the Colerain Pike to Westwood, will be easily reached as soon as the Colerain car line is extended along the Colerain Pike; in fact, it will border the park on the north. Blackley Farm, in North Avondale, will not only be accessible by the construction of the new Bond Hill car line along Reading Road, but will actually have a car line running through the park.

Public parks do not need the same supervision as playgrounds. They need, however, to be thoroughly policed to prevent rowdiness and that disorder which is often the expression of crowd excitement when a group of young people get together. They should, moreover, be adequately lighted to make thorough policing possible and to discourage improper conduct.

Our parks were not adequately supervised during the summer of 1913. The responsibility for supervision was divided between the Park Board and the Director of Public Safety through the Police Department. The Park Board employed only one park policeman at Eden Park, Washington Park, Inwood Park, Burnet Woods, and Lincoln Park. The regular city policeman on the beat was also supposed to patrol these parks. At each of its playgrounds the Park Board employed one caretaker, and at Sinton, McKinley and Mt. Echo Parks, one private watchman in addition. Supervision of all other park property depended solely upon the occasional inspection of the city police in the neighborhood, and investigation proved that it was not possible for them to do more than to take a cursory glance into the parks. It is self-evident that one private policeman, and an occasional visit from a mounted officer of the city police, is inadequate supervision for Burnet Woods and Eden Park. Lincoln Park suffered also from lack of a sufficient number of supervisors. While the park policeman was on one side of the lake, rowdiness went on unchecked on the other. The park police force, however, was of necessity small owing to the lack of funds at the command of the Board of Park Commissioners for the supervision and maintenance of their numerous properties. The Board had asked for ample funds for policing park properties in 1913, but the necessity of cutting down the whole city budget forced them to reduce their police force to six men. During the summer one motorcycle man was instituted to increase the efficiency of the supervision, and worked so well that more will be used the coming season.

The lighting of the parks and playgrounds in general was fairly good last summer.

Park Playgrounds.

The city of Cincinnati owns, under the management of the Board of Park Commissioners, thirteen playgrounds with a total area of 14.9 acres; five tennis courts, two golf links and nine athletic fields with a total of 87.9 acres.

Three more small playgrounds, with a total area of 2.1 acres, are in the process of construction. The playgrounds remain open only four months during the year, from May 15 to October 31.

These playgrounds, with three exceptions, are very small and have considerable space taken up with play equipment, such as swings, slides, sand-piles, wading pools and rest houses. It is the Park Board's purpose to provide opportunity for play for children from two to sixteen years of age. The type of playground and the form of equipment just described, however, are adapted only for use of the child between two and thirteen years of age, and no special provision is made for the boys and girls between thirteen and sixteen, although the law prevents them from going to work.

Eight of the public playgrounds are in the downtown residential or congested districts of the city, with a total area of 6.5 acres. Eleven of them are in that section of the city bounded by McMillan street on the north, the Ohio River on the south, McLean avenue on the west, and Kemper Lane on the east, in which, according to the census made by our Association of the child population from two to eighteen years of age, live 50,003 children.

Reckoning on the basis that three hundred children are the maximum number who can play on an acre, which is the figure arrived at by the London School Board, the Playground and Recreation Association of America, and the Secretary of the local Board of Park Commissioners, in the section of the city where these 50,003 children live, public playgrounds have been provided for but 3,360 of them to play at one time.

Only two athletic fields, with a total of six baseball diamonds, are located in this section of the city on its eastern and northern boundaries. To reach the nearest athletic field from the western boundary of this section would necessitate a street car ride of at least twenty minutes or a walk of about three miles. This field has space for but one diamond, so even if the children had enough energy to walk this distance in after-school hours they could not possibly find opportunity to play.

Twenty baseball diamonds in all are provided in the various athletic fields throughout the city. Permits for their use are required on Saturdays and Sundays. They are in general patronized by the older boys and men. Only "playground baseball," played with a large, soft indoor baseball, is permitted in the playgrounds.

Table IX shows the location of the public play spaces and their adequacy in meeting the city's needs:

TABLE IX.
Density of Child Population and Public Play Space.

Ward	Per Cent of Total Child Population of City from 6 to 17 years‡	Per Cent of Total Area of City	Play Grounds	Play Ground Acreage	Athletic Fields	Athletic Fields Acreage
1	4.1	15.4		...	Turkey Ridge	6.
2	4.3	8.		...	East End Ball Grounds	7.
3	4.6	3.	Walnut Hills	1.2	Evanston Ball Ground	5.2
4	2.4	1.6		...	Deer Creek Common	12.8
5	4.5	.4	Sycamore	.4		...
6	2.3	.5		...		...
7	3.2	.2	Washington*	...		...
8	2.3	1.	Lytle	.4		...
			Pearl	.4		...
9	3.2	1.4	Filson Out- look	1.9		...
10	4.0	.4	Inwobd	1.3		...
			McMicken	.6		...
11	4.4	1.2	Mohawk†	.6		...
			Hanna	1.		...
12	3.8	.7	Western and McLean†	.3		...
13	3.1	8.	Pleasant Ridge Woodward	2.5		...
14	4.3	.4		...		...
15	3.8	.2	McKinley	1.2		...
16	4.2	.4		...		...
17	4.6	1.2	Lincoln	1.8		...
18	4.	.4	Sinton	1.7		...
19	4.1	3.7	Oyler*	...		...
20	6.0	7.3	Riverside* Warsaw and Woodlawn†	1.1	Dempsey Park	10.
			Hulbert	.5	Mt. Echo Park	7.
21	3.8	.4		...	Taft Field	13.5
22	3.1	2.		...		...
23	4.9	3.2	Edgewood*	...		...
24	5.0	10.	N. Fairmount*	.3	Lick Run Ball Ground	7.
25	2.9	14.5		...	Westwood Commons	21.2
26	3.1	14.5		...		...
	100.	100.				

It will be noticed that the adjoining seventh, tenth and fifteenth wards, which have 11 per cent of the total child population of the city living in $\frac{8}{10}$ per cent of the city's total area, are only provided with public play space to the amount of 3.1 acres.

This intense congestion has been brought on several occasions to the attention of the Park Board, with the suggestion that a playground be established in the northern section of the Seventh Ward. The general plan of the Park Board is to establish playgrounds in the congested districts a half-mile distant from each other, thus

* Contemplated playgrounds.

† Playgrounds in the course of construction.

‡ Figures for Wards 2, 3, 12, 13, 19, 20, 22, 23, 24, 25, 26 taken from the School Census, 1913; others from Police Census, December, 1912.

covering the dense population of the city with a chain of playgrounds. The Park Board reports that this plan also includes the consideration of the more pressing needs of a neighborhood due to congestion of population, and that its first contemplated action for the partial relief of the children in this congested section is the establishment of a playground in the northern end of Washington Park. This Washington Park playground will not preclude, however, the establishment at some other time of an additional playground further north in this over-populated district.

Present Supervisory Force.

The Park Board employed during the four months' season of 1913, twenty instructors and one supervisor. Three instructors received a salary of \$80 a month, three a salary of \$75 a month, one a salary of \$70 a month, four a salary of \$60 a month, and nine a salary of \$50 a month. The supervisor receives \$100 a month. The athletic fields are not supervised except at the greatest play periods, namely, Saturday afternoons and Sundays.

The cost of maintaining the playgrounds under the Park Board was \$12,901.95 for 1913.

Attendance.

Seven hundred and ninety-three thousand four hundred and thirty (793,430) children attended public playgrounds during the summer of 1913.***

School Playgrounds.

Ten after-school playgrounds (eight in the section of the city covered by our census) were conducted in 1913 by the School Board from April 15 to the close of school, and from September 10 to October 31. Five school playgrounds were also kept open under supervision for ten weeks during the summer. The school playgrounds are in the majority of instances very small.

The School Board employed to supervise the playgrounds thirty-nine teachers at \$15 a week, one director at \$39 a week, and one assistant director at \$30 a week.

It expended \$1,354.25 on its after-school playgrounds for the spring term, and \$5,160.55 for maintaining the vacation playgrounds. The attendance was 95,482.*

Streets.

From the survey of three soundings already mentioned, undertaken to ascertain the amount of space usable for play, it was found that streets and alleys take up from 30% to 70% of the total area of a neighborhood. It has also been shown that many children are solely dependent upon the facilities provided by the streets for any form of outdoor recreation. The streets, therefore, must be regarded at the present time as an important public provision for recreation, and ought to be supervised accordingly. Plans for their wider use can be worked out by the establishment of play zones in congested districts to supplement inadequate play space.

*** Reported by the Board of Park Commissioners.

* Reported by the Director of School Playgrounds.

Conclusion.

Cincinnati lacks at the present time adequate public provision for recreation. How its present facilities can be supplemented and developed to meet the recreational needs of the city is discussed in the last section of this report.

V. THE COLORED CHILD AND YOUTH.

We have so far considered the recreational facilities provided for the people as a whole. Although provisions for amusement may be adequate in a locality for the persons of that neighborhood in general, the needs of a particular group may not have been met. Foreign immigrants require special forms of recreation, adapted to their customs and habits, and the same is especially true of the colored people, where prejudice and the fundamental objections to social intercourse between the white and black races excludes them from the use of facilities for recreation patronized by their neighbors. This condition is particularly disastrous to the growing colored boy and girl.

Two big colored settlements in our city are located in Walnut Hills and the West End. Recreation for colored children and young people in Walnut Hills is somewhat provided for by the social center activities of the Douglas School, with the Chapel Street playground in close proximity. The children and youth who live downtown, however, have absolutely no facilities for wholesome play. There are two picture shows on Fifth street which are wholly patronized by them, a colored dance hall on Sixth street, a few pool rooms and saloons which are open to them, and a skating rink on Poplar street, to which they come from all parts of the city. No social agency has as yet been concerned with the recreational life of the colored boy or girl, although 15 per cent of delinquent boys and 29 per cent of the delinquent girls* are colored while only 5.4 per cent** of our entire population is composed of colored people. The Y. M. C. A., it is true, is working to secure a colored branch of its organization, but it would solve none of the problems relating to the lack of opportunities for recreation for the young colored child, the adolescent colored girl or adult woman.

Density of Colored Child Population.

The center of the colored population downtown is about Eighth and Mound streets. Table X shows the distribution of the colored child population by wards.

Ward	Colored Child Population.	Colored Children between 2 and 18 years of age†
6	209
7	64
8	5
9	34
10	19
11	47
14	81
15	123
16	565
17	369
18	566
21	51

* Juvenile Court Report of the year 1913.

** United States Census, 1910.

† Figures taken from the Police Census, December, 1912.

The adjoining Eighteenth, Sixteenth and Seventeenth Wards (mentioned according to location) have 1,490 children and young people without any means for wholesome play. In the Fifteenth Ward, which adjoins the Eighteenth immediately to the north, are 123 more.

The sixty-four children in the Seventh Ward are nearly all on Providence street, and those in the Sixth Ward are centered around New and McAlister streets.

Sinton playground is the public play space provided in the West End and is surrounded by the colored settlement. Every summer there is friction in the park between the white and black children.

Conclusion.

The colored child and youth in the downtown districts have no wholesome means for recreation. The community ought, therefore, provide them with public facilities by opening a social center for their use.

SECTION C. ADMINISTRATION.

The development of adequate and wholesome recreation depends in a great measure upon the government's method of fostering and controlling it. Cincinnati has neither recognized the fact that the people's pleasures are in their way as important as the people's health, nor that the various forms of recreation are but closely connected parts of the same problem. In consequence the administration of recreation in our city today is handled by different departments of the government, sometimes in no way connected with each other, and the city suffers from the lack of a suitable, closely co-ordinated and systematically prosecuted recreation program.

This section of the report discusses the present method of administration and suggests a way of improving its efficiency.

I. PRESENT ADMINISTRATION.

The duties of four of the divisions of the government which touch to a greater or less degree the administration of public recreation in Cincinnati, are the Board of Education, the Park Board, the Police Department, and the Mayor's office.

The School Board.

The School Board is an independent political body distinct from the municipal government and elected directly by the people. Its administration covers the establishment and maintenance of school playgrounds and social centers.

The Park Board.

The Park Board is another independent body, although under the control of the municipal government. It consists of three members appointed by the Mayor. Its duties involve the establishment, maintenance, control and supervision of public parks and playgrounds. The funds used by the board are granted by appropriation, or secured through special bond issues approved by the voters.

The Mayor's Office.

The Mayor is given power by law to grant or revoke the licenses of public dance halls, pool rooms, theaters, picture shows, bowling alleys and shooting galleries. He is, therefore, concerned in the administration of recreation as far as control of its commercial form is concerned.

The Police Department.

The function of the Police Department is to enforce the law, to maintain order in public places, and to suppress immoral and disorderly conduct. Its duties involve general supervision over places of public amusement.

II. DEFECTS IN THE PRESENT SYSTEM OF ADMINISTRATION.

Lack of Unity.

The chief defect in the present system of administration is that it lacks unity. The Park and School Boards, although they both establish and maintain public facilities for recreation, work independently of each other and their efforts are not correlated. Each, as it were, is patching the recreational needs of the city instead of jointly carrying out a carefully formulated recreation program, planned to meet the city's requirements for recreation every day in the year. It was only last year that a working agreement was reached between the two boards as to the establishment of playgrounds.

The Park Board Not a Board for Public Recreation.

Another grave defect in the present system is the lack of responsibility on the part of any specific department to develop facilities for public recreation. It may be argued that the Park Board is supposed to fulfill this function. Our Park Boards, however, have been primarily interested in the growth of a park and boulevard system for the beautifying of Cincinnati.

Because of this concept of its duties, the Park Board has not met the recreational needs of the city in all its aspects. It gives too little consideration to and spends too little money on purely recreational facilities. For instance, 34.1% of the original bond issue of \$100,000 was spent for the purchase and development of playgrounds and athletic fields properties. Again, in November, 1912, the people of Cincinnati authorized a bond issue of \$750,000 for parks and playgrounds. Up to September 1, 1913, bonds to the sum of \$240,000 were available for use. In spite of the fact that the campaign to secure the passage of the bond issue was made largely on the ground that playgrounds were urgently needed, only \$15,608.01, or 6.4 per cent of the sum available has been used for playground purposes.

The Park Board reports that this expenditure does not cover its plans for playgrounds out of this fund. They state that they have

practical plans now for additional expenditures of \$20,000 for a playground house and pool at Walnut and McMicken streets; \$20,000 for a house, pool, etc., in the Seventh Ward, to be located probably in the northern end of Washington Park; \$20,000 to \$25,000 on the Lincoln Park playground; \$12,000 for additional play facilities and improvements at Inwood Park; about \$30,000 on nine other smaller playgrounds; \$50,000 for the acquisition of land for a new playground in the western part of the city, together with other numerous improvements, such as dancing platforms, tennis courts, croquet grounds.

Even counting these proposed expenditures only about 23 per cent of the total bond issue will have been spent for playgrounds and athletic fields. Further, an analysis of these proposed expenditures shows that very little of the sum is to be used in increasing play space, but will go for buildings and equipment.

The general tendency in playground construction has been to get away from elaborate equipment. Playground apparatus provides recreation suitable only for the young child. Boys and girls require actual space where under leadership and supervision they have opportunity to engage in games and learn to co-operate among themselves in securing active exercise and recreation.

The wisdom of using a limited sum of money largely for the erection of buildings to cost nearly \$20,000 in playgrounds which frequently do not equal one acre in area, and for the further improvement of playgrounds already established and equipped, may well be questioned, especially when a study of Table IX. will show how inadequately public play space is meeting the needs of the community.

Lack of Adequate Supervision of Commercial Recreation.

Although the Mayor is given the power to control commercial recreation, no adequate machinery is provided with which to supervise it. The Police Department, which has general supervisory powers, is not efficiently equipped to exercise this control. The temperament and training for a successful policeman does not necessarily fit a man to be an intelligent investigator of recreational conditions. In any case the duties of the Police Department are too general and too varied to include effective supervision of commercial amusement places.

Opportunity for Friction.

Under the present system of administration there is continual opportunity for friction. Friction results in lack of voluntary co-operation between departments and in decreased administrative efficiency.

III. SUGGESTED ADMINISTRATION.

The present administration of public recreation is inefficient. The system is disjointed, lacks co-ordination and unity of purpose. To do away with these defects it is suggested that the various powers of administration be centered in one Department or Board. This Board could be created by extending the scope of activities of the Board of Park Commissioners. It should be known as the

Park and Recreation Board and should consist of five members—four to be appointed by the Mayor (one of whom must be a member of the Board of Education), and the Superintendent of Public Schools.

As school property is not under the control of the municipal government a Park and Recreation Board in Cincinnati, to be able to prosecute successfully any adequate recreation program, must be composed in a way to insure the closest co-operation of the Board of Education.

The duties of the Park and Recreation Board should be three-fold:

1. The acquisition and management of property for use as public parks and playgrounds.
2. The establishment, management and supervision of all other facilities for public recreation, exclusive of public school buildings used as social centers.
3. The supervision of commercial recreation, which shall include the power at present vested in the Mayor of granting and revoking licenses which are required by law.

Such a board, to be able to fulfill its duties, should have the power to appoint salaried executive officers and such other assistants, supervisors, inspectors, play-leaders and care-takers as may prove necessary to efficiently carry out the three functions of the Board.

In order to insure enough money for recreation purposes, the present method should be amplified by a provision in the new charter to permit the city to assess neighboring property owners for the cost of improvement of their property by the establishment of public playgrounds. This method is used successfully in Kansas City.

Methods of Administration in Other Cities.

The plan just set forth is not altogether a new one. In 1912 forty-seven cities in the United States had Playground or Recreation Commissions. These commissions vary greatly in scope of functions. In some cities the Recreation Commission conducts and supervises recreational activities, while other boards establish and maintain them. In Columbus, Ohio, for instance, a Department of Public Recreation was created "to study the recreational needs of the city and to have charge and supervision under and with the proper officers of the city of all such institutions (playgrounds, recreation centers, baths, etc.) now or hereafter to be established." In other cities this power is limited by the right of the boards establishing and controlling the recreational facilities, to veto plans to use them.

To overcome this difficulty other cities so constitute their Recreation Commissions that the co-operation of the various boards controlling recreation facilities is to a certain extent insured. In a recent recreation survey made in Detroit under the auspices of the Board of Commerce, for example, it was recommended that the revised city charter include provisions for a Recreation Commission to consist of seven members—two citizens appointed by the Mayor,

and the Superintendent of Schools, the Park Commissioner, the Librarian of the Public Library, the Police Commissioner and the Commissioner of Public Work.

All of these methods have one great defect, however. The Recreation Commission has no power to establish recreation facilities and thus develop a consistent recreation program. The Park, School and other boards are the landlords, as it were, of the Recreation Board. As it is the natural tendency of each board to seek to secure as much of the money as possible to be appropriated by the city for recreation, and to spend the funds at its disposal principally for the special purpose for which it was created, the result is that money expended for public recreation is not as fairly proportioned to the city's broad recreational needs as it would be were one board held responsible for the entire recreation program. No Recreation Board, unless it has the power to establish parks and playgrounds where they are needed, can carry out a comprehensive recreation program, as a Park Board is interested primarily in the development of a boulevard system, and in all likelihood would use its appropriations in a large measure for that purpose. To divide the responsibility of establishing and conducting recreational facilities not only offers opportunity for friction between various departments of the government, but results in a less economical way of spending the people's money and in a less comprehensive recreation program.

In Cincinnati the State law forces the establishment and supervision of social centers to be the function of an independent political board, but in all other matters recreation ought to be treated as a unit and the entire responsibility vested in one board.

SECTION D. SUGGESTIONS FOR AN ADEQUATE RECREATION PROGRAM FOR CINCINNATI.

I. GENERAL RECREATION PROGRAM FOR THE FUTURE.

A Park and Recreation Board would probably, after careful study, formulate a plan to cover the recreational needs of Cincinnati. It is not beyond the scope of this report, however, to point out various policies and activities which should be included in a comprehensive recreation program.

A policy with regard to public outdoor recreation should include the following provisions:

1. The School Board should hereafter not erect public school buildings without making ample provisions for school playgrounds.
2. School playgrounds should be kept open in each neighborhood for the use of children from 2 to 13 years of age.
3. The Park and Recreation Board should establish playfields within a reasonable distance of each other, especially adapted to the needs of young people between the ages of 13 and 17 years, and large athletic fields in different sections of the city for adults.
4. The Recreation and School Boards should jointly employ a Playground Supervisor so as to unify methods of supervision.
5. The system of public parks and parkways as a part of a broad recreation system should be developed to keep pace with the

growth of the city, but not at the expense of adequate facilities for active outdoor play.

Such a policy would provide ample opportunity for public outdoor recreation for people of all ages. At present the situation with regard to young people is well described in a teacher's report on home conditions of the pupils. "The majority of the children have yards in which they can play," she writes, "but they are very dirty and dingy, and the children seem to prefer the sidewalk. There are, however, three playgrounds in the neighborhood. These, however, are patronized by children from eight to twelve years of age, while both the younger and the older children seem to prefer the street. There are girls and boys who are about fourteen years of age who work part of the day only, that is, until about four o'clock. They seem to be on the street standing around in groups."

The Recreation Boards' policy with regard to indoor recreation should include the following provisions:

1. After-school playrooms should be established by the School Board to continue the work of the playgrounds during the winter months.
2. A director of Girls' Clubs and a director of Boys' Clubs should be appointed to study the needs of the adolescent youth and stimulate the establishment of social clubs in every section of the city. These clubs could meet either at social centers or public libraries.
3. Social rooms equipped with facilities for games of various sorts should be open nightly in the schoolhouses in congested districts for the convenience of young girls and men.
4. Social center activities conducted by the School Board should be along the broadest lines and should include the giving of neighborhood dances at regular intervals.
5. Where the School Board is unable to maintain and conduct a social center in a neighborhood lacking sufficient facilities for recreation, the Park and Recreation Board should establish and maintain recreation centers, as it is done in Chicago, Seattle and other cities.

The policy of the Park and Recreation Board with regard to the control of commercial recreation should be along the following lines:

1. All forms of commercial recreation should be under constant supervision.
2. This supervision should in no way check the free development of commercial recreation, but should increase its recreational value.

II. IMMEDIATE RECREATION NEEDS OF CINCINNATI.

We have just outlined a general recreation program. There are, however, certain things which should be done at once to improve our recreation system. Throughout the report specific instances of lack of recreational facilities and the lack of power for supervision and control have been pointed out. They are gathered in this section of the report into a recreation program to meet the immediate urgent needs of Cincinnati.

With Reference to Public Play Space.

1. A playground should be established in the northern section of the Seventh Ward or the southern section of the Tenth Ward.
2. An athletic field should be located east of Millcreek to meet the needs of the western section of the city.
3. Until an adequate number of playgrounds are provided, certain streets, least used by traffic, should be shut off in the congested sections of the city, to be used, under supervision, for play purposes.
4. The present playgrounds in the congested section of the city should be open twelve months in the year. Seventy-one cities in the United States keep 299 centers open throughout the year.
5. The public parks should be better supervised.

With Reference to Public Indoor Recreation Facilities.

1. A social center for colored people should be established as near Eighth and Mound streets as possible.
2. A social center should be opened in either the Sixth District or Webster Schools. Neither of these buildings are new and especially equipped for social center purposes, but the congestion of population is so great in that locality that the need is urgent. No private agencies provide means for recreation in that neighborhood.
3. A social center should be opened at the Washburn School, where the density of population is 129.3 persons per acre; at the Sands School, where the density of population is 89.3 persons per acre, and at the Chase School in Cumminsville, where the density of population is 83.4 persons per acre. The Guilford School, although the newest building and best equipped for social center activities, is located in a district where the density of population is only 30.3 persons per acre.* There are, moreover, two social agencies in its immediate vicinity affording good opportunities for recreation.

With Reference to the Control of Commercial Recreation.

1. Steps should be taken to secure the censorship of theatrical posters.
2. Section 879 of the Codification of Ordinances should be amended so as to make it unlawful to permit suggestive acts and speeches in any performance or exhibition.
3. Persons who wish to conduct amusement parks ought to be required to secure a license.
4. An ordinance empowering the city to forbid steam vessels which are not sufficiently supervised or lighted to make use of the public docks should be passed to provide for control of recreational conditions on excursion boats.
5. A new ordinance for the control of public dance halls should be passed, providing special machinery for the inspection of public dances by the municipal authorities.

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